UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/CP/ZAI/4/EXTENSION II
16 April 1993
ENGLISH
ORIGINAL: FRENCH

Fortieth session
1-18 June 1993, New York
Item 4 (a) of the provisional agenda

PROGRAMME PLANNING AND IMPLEMENTATION

Country, intercountry and global programmes

EXTENSION OF THE FOURTH COUNTRY PROGRAMME FOR ZAIRE

UNDP assistance requested by the Government of Zaire for the period 1 January to 31 December 1993

Extension period	Resources	$
1993	IPF	10 000 000
	Total	10 000 000

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I. JUSTIFICATION

1. The fourth country programme, covering the period 1 January to 31 December 1991, was seriously disrupted during the last year of its execution because of the deterioration in the country's socio-economic situation combined with the difficult political changes. Political uncertainty stemming from the confrontation between the Government and the opposition during the National Sovereign Conference, from 27 July 1991 to 6 December 1992, did not help to restore the confidence needed for the resumption of economic development activities.

2. Despite the fact that United Nations cooperation programmes with Zaire have been maintained and that United Nations officials and experts have returned after the evacuations which followed the events of September 1991, the situation has been such that it has not been possible to complete the formulation of the fifth programme. The principal obstacles to the completion of the exercise are essentially those which led to the first extension of the fourth country programme in 1992, namely, the absence of a national framework programme, the delay in establishing the process of democratization and the lack of national counterparts. The deterioration in the socio-economic situation during 1992 prompted the Government to request the extension of the country programme in 1993, in the hope that the country's general situation would become stabilized. A further extension will allow the priorities of the fifth country programme to be adapted to the political and socio-economic realities of the country.

II. OBJECTIVES

3. The general theme of the fourth country programme is the development of human resources with a view to creating management capability in both the public sector and the industrial, agricultural, health and employment sectors and meeting the senior staff requirements for essential communication services. The programme attaches great importance to the integration of women into development, especially in rural areas. A pilot project on the rural environment has also been established.

4. Four priority programme areas were established initially for the programme in the context of the five-year development plan for 1986-1990: improved economic management, support for growth in the private agricultural and industrial sector, improvement in social well-being and in the supply of human resources needed for development, and the rehabilitation of transport and communications networks.

5. An analysis of the economic results for 1992 confirms the disappointing performance of the economy during the 1980s in the light of the country's potential in human and natural resources. The growth of the gross domestic product (GDP), which averaged 1.4 per cent a year between 1980 and 1990, has been negative since 1990. According to experts from the Central Bank, the growth of GDP was expected to be -8 per cent at the end of the 12 months of 1992, as compared to -6 per cent in 1991. This has resulted in a decline in the standard of living, since the inflation rate exceeded 4,500 per cent in 1992.

In the face of this socio-economic situation, the objectives established for the fourth country programme remain valid.

6. For the fifth cycle, three priority areas of activity have been established: public management, agriculture and rural development, and social development.

III. DESCRIPTION OF THE ONGOING PROGRAMME

7. The current socio-economic and political climate makes active participation by the Government difficult. Keeping this problem in mind, the extension of the fourth country programme in 1993 will be used to (a) continue programme execution on a realistic scale and secure the results of operational projects, which were already restructured in 1992; (b) develop new technical assistance activities in the areas of democratization and the electoral process, as well as in the area of emergency humanitarian assistance, as a possible alternative to the ongoing operational projects, if developments in the socio-economic and political situation so require; (c) prepare and finalize the fifth country programme, the indicative planning figure (IPF) for which is $82,433,000, calculated on the basis of th country's current needs and the recommendations and decisions of the National Sovereign Conference.

8. The main conditions for the achievement of the objectives of the extension period and the establishment of the new programme are the availability of authorities capable of defining and executing a recovery and reconstruction plan and the concerted participation of all partners involved in socio-economic development in Zaire.

9. The 15 ongoing projects for which the 1993 budgets were previously approved will be reviewed in order to keep their budgets within realistic limits and at the same time secure their results.

10. During the project review, special attention will be paid to those activities which will directly benefit the population and local communities or which will strengthen several key development services to the extent that the structures remain operational and UNDP cooperation does not take the form of budgetary assistance.

11. Thus, the eight agricultural and rural development projects and the three programme support projects will remain operational. The postal rehabilitation and training project and the project involving the National Statistical Institute will receive some modest additional assistance in 1993 in order to ensure that they meet their objectives.

12. The projects which have been approved but which are not yet operational will remain on hold until conditions for their execution which will allow them to meet the objectives established have been met.

13. The total amount of the 1993 budget is approximately $8 million.

14. In the area of political transition, UNDP is prepared to be associated with the democratization process and the organization of elections in Zaire. United

Nations intervention in this area would be guided by the directions provided by the Secretary-General in document A/46/609 of November 1991. Clearly, it will not be effective unless other donors are also involved.

15. UNDP cooperation, which is still to be defined, could take the form of technical assistance in the electoral process and in the strengthening of democratic institutions. It would also serve to coordinate external assistance. It should also be noted that the project relating to the National Statistical Institute could make an important contribution in this area.

16. Although other agencies such as the World Food Programme (WFP), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Children's Fund (UNICEF) are already active in the area of emergency humanitarian assistance, a role is also planned for UNDP, especially with regard to coordination. UNDP could, in addition, redirect part of its support for ongoing projects to emergency humanitarian assistance should the situation deteriorate to the point that execution of those projects is impeded. Moreover, UNDP cooperation will be supplementary to the assistance provided by other bodies and will be strictly coordinated with the support received from non-governmental organizations (NGOs) operating in Zaire.

IV. RECOMMENDATION

17. The Administrator recommends that the Governing Council approve the second extension of the fourth country programme for Zaire.

Annex I

FINANCIAL SUMMARY

ESTIMATE OF RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

		$	$
I.	FOURTH COUNTRY PROGRAMME		
	Fourth cycle IPF	56 933 000	
	Third cycle balance	11 689 000	
	Carried over to fifth cycle	(16 733 000)	
	Cost-sharing	-	
	Estimated expenditure for 1992	9 000 000	
	TOTAL		60 889 000
II.	ESTIMATED RESOURCES FOR EXTENSION		
	IPF		10 000 000
	Cost-sharing		-
	TOTAL		10 000 000
III.	RESOURCES AVAILABLE AFTER EXTENSION PERIOD		
	Fifth cycle IPF	82 433 000	
	Fourth cycle balance	16 733 000	
	Estimated expenditure for 1992 extension	(9 000 000)	
	Estimated expenditure for 1993 extension	10 000 000	
	TOTAL		80 166 000